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REQUEST FOR ADDITIONAL RESOURCES FOR THE UNFPA COUNTRY PROGRAMME FOR UGANDA

Report of the Executive Director

I. BACKGROUND

1. UNFPA recommends and requests that the funding approval for the comprehensive population programme for Uganda be increased by $6.2 million. The programme would thus total $20.2 million for 1993-1996, of which $12 million would be programmed from UNFPA regular resources and $8.2 million from a combination of UNFPA regular resources and multi-bilateral resources, when and to the extent such additional resources become available (see table).

2. In June 1993 the Governing Council approved the third country programme for Uganda in the amount of $14 million for the four-year period 1993-1996. During the first three years of the programme a total of approximately $14 million has been expended: $2.2 million in 1993, $5.7 million in 1994 and approximately $6.1 million in 1995.

3. This request is presented according to the programme areas in use when the programme was first approved in 1993. In order to clarify the proposed additional allocations, activities have been classed according to the previous programme. The proposed programme activities for 1995 and 1996 do, however, take into consideration the Programme of Action of the International Conference on Population and Development (ICPD), and this will be reflected in the next proposed comprehensive country programme.

4. Increased funding authority is required to maintain the momentum of the population programme in Uganda and to continue and strengthen efforts to: (a) implement the country's National Population Policy and to develop a Population Action Plan as well as to reinforce the overall coordination role of the Population Secretariat to ensure programme coherence and efficiency; (b) expand access to and improve the quality of reproductive health care services; (c) produce and disseminate population information, education and communication (IEC) messages; (d) generate and disseminate demographic district profiles based on census results; (e) address strategic and practical issues that enhance the reproductive health and rights of women as well as their empowerment and their status; (f) develop appropriate programmes to protect and enhance adolescent reproductive health. Furthermore, additional funds are required so that essential and complementary population activities, particularly for reproductive health and associated IEC activities, can be conducted in each of the 24 districts encompassed within the programme[1] to ensure consistency in programme delivery and to promote synergy among the activities in the same districts.

5. These recommendations are in accordance with those of the country programme's mid-term review, held in Kampala, Uganda, on 9 and 10 February 1995. The mid-term review found that the programme design continues to be very relevant in terms of the objectives and the key sectors and strategies for achievement of the objectives. From a programmatic perspective, three core areas are critical: (a) IEC sensitization to promote and sustain positive behavioural change; (b) reproductive health activities to provide sufficient high-quality reproductive health and family planning counseling and services to keep pace with changes brought about by the sensitization campaign and to satisfy unmet and newly created needs and demands; and (c) population programme coordination to provide the necessary institutional, logistical and programme delivery mechanisms at both central and district levels. This programme perspective, however, supposes a vigorous coordination mechanism to ensure consistency of sectoral strategies and adequate project delivery in order to achieve the desired impact.

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[1] The programme was designed to cover 26 districts; due to restructuring of the districts, the programme now covers 24 districts. Sectoral activities within the programme, however, are not always carried out in the same districts; therefore it is sometimes difficult to achieve integration, complementarity or synergy of population efforts.

6. A positive and enabling environment now exists in Uganda that is conducive to improved population programme implementation and delivery. The country is undergoing a steady economic and social recovery, and there is a stable and supportive political environment. Political modalities to ensure increased community-based representation and participation are being designed and implemented. Structural mechanisms to enhance economic investment are being institutionalized, and national indicators show increasing improvement in the economy. The implementation capacity of the Government and national non-governmental organizations (NGOs) has improved significantly at policy, programme, institutional, community and individual levels. Several factors have combined to provide a good foundation for further investment of assistance resources in population activities -- the formulation of the National Population Policy, the finalization of the national IEC strategy, the firm commitment to integrating population factors into national and district development planning, the strengthening of the Population Secretariat as the official institutional arm for coordinating and monitoring population-related activities, the institutionalization and staffing of population and family life education units in several line ministries and the increase in the number of personnel with a knowledge of population issues.

II. STATUS OF PROGRAMME IMPLEMENTATION

Maternal and child health and family planning

7. In the area of maternal and child health and family planning (MCH/FP), many activities will be included in the new programme area of reproductive health. The programme objective is to substantially increase the contraceptive prevalence rate by improving the quality, availability and accessibility of family planning services. This objective is to be achieved primarily through expanding the network of Government-run family planning centres to at least 156 service points in 26 districts.

8. To date, the UNFPA-funded programme is providing assistance for the delivery of reproductive health services in 148 health units in 13 districts (in the 40 districts nationwide, about 246 units provide family planning services). Two projects are being supported: one is designed to strengthen reproductive health services in collaboration with the Ministry of Health and the other is a Safe Motherhood initiative in association with the Ministry of Gender and Community Development. Reproductive health activities have included training for family planning service providers, traditional birth attendants (TBAs) and community-based distribution agents; standardizing the TBA training curriculum; expanding the reproductive health delivery system to incorporate prevention of sexually transmitted diseases (STDs) and HIV/AIDS; organizing IEC workshops to sensitize community leaders on the benefits of reproductive health; renovating service delivery points; and procuring medical equipment and contraceptives. The Safe Motherhood project is operative in 12 districts. Seminars and workshops have been held at the grassroots level on Safe Motherhood practices; health education materials have been produced;

a pregnancy monitoring system (with community pregnancy monitors) has been introduced; and small-scale community-based Safe Motherhood activities, including establishment of Safe Motherhood homes, have been initiated.

9. In general, the projects discussed have been progressing well. Preliminary indications show that more women are receiving pre- and post-natal care, and the rate of deliveries in health units is increasing. Due to a shortage of financial resources and the appreciation of the national currency, however, many planned activities could not be conducted. Moreover, the two projects operate in different districts, thus allowing little opportunity for complementarity. There are also concerns about the extent to which provision of reproductive health services is lagging behind IEC sensitization efforts. The reasons for the discrepancy are many and varied, including lack of adequate funds and personnel resources; delay in service delivery due to the absence of service providers while being trained and the slow renovation of facilities; and disparate distribution of reproductive health and IEC projects, which are not necessarily conducted in the same district. Due to difficulties in the collection of reproductive health data, it is difficult to measure directly the extent to which reproductive health-related targets have been achieved. The Ministry of Health's Health Information System (HIS) is now being tested in three pilot districts and cannot yet be used as a measure of achievement.

10. Increased funding authority of $2.5 million is required to strengthen the reproductive health programme. Additional support is needed to ensure that reproductive health, Safe Motherhood and IEC projects are conducted in all 24 districts and that coordination, supervision, monitoring and evaluation of their respective activities are enhanced. Priority must be given to increasing the accessibility and improving the quality of reproductive health services. In addition, government service delivery efforts need to be supplemented with those of national NGOs in order to bridge the gap between demand and lack of service outlets. The programme is already addressing logistics issues, particularly as concerns equipment availability, utilization, replenishment and maintenance. An emergency referral system including communication equipment and basic transport, particularly in poorly equipped, remote rural areas, is to be implemented. Depending on the results of the pilot test, the Ministry of Health will expand the use of the HIS. Appropriate evaluation tools and indicators will be developed to assess the impact of IEC and reproductive health activities and to monitor attitudinal and behavioural changes vis-à-vis smaller-sized family norms.

Information, education and communication

11. In the area of population IEC, the programme's objective has been to promote responsible parenthood and positive attitudes towards smaller family size. The three non-formal IEC projects initiated under the previous country programme have been amalgamated into one comprehensive IEC programme and are being coordinated by the Population Secretariat. Significant progress has been made towards institutionalizing population and family life education into the infrastructure

as well as the grassroots activities of the Ministries of Agriculture and Labour. Population and family life education messages are being integrated into training programmes and service activities in the agricultural extension and labour sectors. In the Ministry of Information, a unit of media specialists produce population and family life education materials and messages for radio and television programmes as well as songs, dramas and plays that are used by schools and community groups. Coordinated population IEC and reproductive health service delivery campaigns are being conducted in several pilot districts. With respect to the formal IEC area, population and family life education is being integrated into the curricula of elementary and secondary schools in 24 districts and 9 teacher training colleges. Educators from 15 pilot districts have been trained in integrating population and family life education subjects into their regular teaching activities, including essay contests, drama, music and dances. Teachers' guides and textbooks for primary grades 6-7 are being trial-tested; guides and textbooks for other grades and carrier subjects are in draft form and are ready for trial-testing. Research is being conducted on school drop-outs and teenage pregnancy.

12. While some progress has been made in integrating IEC activities, preliminary attempts have focused more on "cosmetic" sharing of information about project activities, which continue to be designed, budgeted and implemented separately by each of the involved agencies. A unified population IEC strategy has now been finalized; this strategy will be instrumental in implementing the Population Policy. The Population Secretariat is trying to institute mechanisms to ensure joint planning by project management and to reinforce coordinated implementation and the comparative evaluation of IEC strategies being carried out in different sectors. To do so successfully, the Population Secretariat's technical, managerial, supervisory and budgetary capabilities must be strengthened.

13. An increased funding level authority of $1.25 million is needed to continue and to strengthen IEC efforts in both the non-formal and formal sectors. Funds are required for production, dissemination and utilization of mass and group media materials; audience surveys and media impact assessments; training in management of population communication programmes; sensitization seminars and workshops for industrial and government leaders; motivational rallies for employees at industrial plants; workshops for in-service agricultural agents and training for agricultural college lecturers; initial and refresher training in population and family life education for more than 150 school and college instructors and administrators; population and family life education curriculum development for additional primary grades; equipment at the central and district levels for materials production; and report and printing costs.

Data collection and analysis

14. In the data collection and analysis area, the programme objective has been to build the national capacity to collect, analyse and disseminate demographic data; to establish a population database at national and district levels; and to disaggregate and publish census data for use in the

planning process. Assistance is being provided to complete the analysis of the 1991 census data and to prepare and disseminate the census reports to the Government, NGOs and other users. The district demographic and socio-economic profiles are of special relevance for decentralized planning; key district planners and policy makers are being sensitized and trained in the interpretation and utilization of these profiles and will be equipped with and trained in appropriate computer technology to assist in district planning and programme monitoring. The Directorate of Statistics is considering the establishment of a permanent Population Unit to collect and analyse population data.

15. Of the 24 districts included in the current programme, planning officers in 11 districts have been equipped and trained to utilize population data for population and development programme planning and monitoring. Increased funding authority of $150,000 is required so that planning officers in the other 13 districts can also be equipped and trained in data utilization.

Population policy formulation

16. Significant progress has been achieved in the population policy and development programme. The National Population Policy was promulgated in March 1995; a Population Action Plan is being developed based on comprehensive multisectoral analyses of a wide range of population and development issues. The human resource capacity and capability of the Population Secretariat, located in the Ministry of Finance and Economic Planning, has been systematically strengthened. In 1994 a director was appointed at the permanent secretary level with a multidisciplinary technical and administrative staff of 16. As of 1994, 13 district population offices had been established, and four more offices are being instituted in 1995. Three other districts have taken the initiative to establish such offices and have requested assistance for equipment. The Population Secretariat, at central and district levels, has been actively involved in population advocacy and sensitization seminars for planners, policy makers and community leaders; the coordination and integration of population and development planning; programme monitoring; research; and the provision of information on policies and projects.

17. Increased funding of $1.2 million is essential to continue and to strengthen the institutional and human resource capacity to implement the population policy, to integrate population concerns into development planning and to coordinate population and development programmes at the central and district levels.

18. This additional funding is required for a variety of purposes. The Population Secretariat will have to assume greater responsibilities to ensure proper implementation, monitoring and coordination of population activities. The Government plans to establish a National Population Council. Additional district population offices will also have to be established or strengthened in the areas covered by the programme. Efforts needed include provision of short-term training for district population officers in policy development, project planning and monitoring; procurement

of office and logistical equipment; construction of four district population offices; conducting population situational analyses and formulating population policy action plans for the districts. The Population Secretariat plans to organize population and development coordination meetings at central and district levels as well as workshops on integrating population into the programmes of various local groups, including those for women, youth and religious leaders.

Population dynamics

19. Training and research in demography and population studies have continued at the undergraduate and post-graduate levels, including M.A. and Ph.D. degrees. In light of the objectives of the Population Policy, the programme objective has been revised from development of a Ph.D. curriculum at Makerere University into a three-pronged needs study: (a) assessment of current and future staffing needs in the context of Population Policy implementation, decentralization and programme management; (b) survey of trained graduates and an assessment of the relevance and practical use of their training in their current employment responsibilities; and (c) review and revision of the current curricula at all levels in the context of identified needs and opportunities. Efforts have been made to ensure that research activities, particularly those regarding HIV/AIDS, are policy relevant and action oriented. The resources originally approved by the Governing Council for this area are sufficient.

Women, population and development

20. A project initiated during the previous country programme designed to enhance women's status through dairy farming has been continued. The objective of the project is to improve the quality of life of women within small farming communities by promoting social and economic self-reliance and thereby influence their health and fertility behaviour. Project strengths have included promotion of family planning services among the beneficiaries (62.8 per cent are using family planning services); attitudinal changes as a result of training in family planning methods and principles, family health and nutrition matters, and animal and crop farming methods; and enhancement in the status of the beneficiaries. Project weaknesses have included insufficient follow-up for provision of family planning services; imposition of a heavy economic and labour burden for 43 per cent of the recipients (usually the poorest of the recipients); and the selection of many recipients who are already 30 years of age with an average of 6 children. Also, while the project addressed the practical needs of women, it did not address their strategic needs. As the project continues to be relevant for achievement of programme objectives, it has been continued into the second phase, with appropriate conceptual and practical revisions.

21. Increased funding authority of $400,000 is requested in the area of women, population and development to intensify efforts already under way through a greater emphasis on reproductive health and reproductive rights and through activities that address women's strategic and practical needs with a view towards their empowerment and the enhancement of their status. The

programme will formulate appropriate strategic and institutional initiatives to implement the Plans of Action emanating from the ICPD and Fourth World Conference on Women.

Programmes for youth

22. Youth represent a significant proportion of the population of Uganda; those in late adolescence are also the persons who are most sexually active, at highest risk of early and unplanned pregnancies and of acquiring sexually transmitted diseases, including AIDS. They are also at a strategic age when intervention strategies are necessary, timely and promising. Therefore, it is recommended that the programme address the needs of adolescents as a distinct group and that activities designed to protect adolescent reproductive health be developed. In January 1995, the Government and UNFPA organized a national workshop on youth, population and development. A joint government, NGO and UNFPA task force was established to formulate an appropriate programme aimed at Protecting and Enhancing Adolescent Reproductive Life (PEARL), implemented by the Ministry of Gender and Community Development and by the Population Secretariat. Although the project is still in draft form, it is expected that PEARL activities will be undertaken at central and district levels, with the involvement of key social partners and NGOs active in the area of adolescents and youth. Additional programme funding of $700,000 is being requested for this initiative.

Programme reserve

23. As during the first two years of the programme, reserve funds would be used to support multisectoral activities for general programme development and for population advocacy and awareness creation. The funding authority as approved by the Governing Council is sufficient.

Programme coordination

24. During the mid-term review process, consultations were held with international and bilateral donor agencies involved or interested in population activities. Many agencies have expressed a strong desire to collaborate with the Government and UNFPA in the implementation of the national population programme and in carrying out the mid-term review recommendations. Finland and Sweden contributed multi-bilateral assistance for reproductive health during the first half of the programme. The British Overseas Development Administration (ODA) and the Government of Belgium have recently provided multi-bilateral funding for the reproductive health sector and for the formal population and family life programmes in 1995.

25. UNFPA participates in the quarterly meetings of donors and NGOs active in the health and social sectors. The Fund has been actively involved in efforts to prepare the Country Strategy Note. UNFPA collaborates with other JCGP partners in the context of the United Nations Inter-agency Task Force for the North and Northeastern part of Uganda where UNFPA contributed

MCH/FP kits and the training of health workers. It is expected that UNFPA will play a significant role in the prospective United Nations inter-agency initiative on HIV/AIDS.

Financial summary

26. As indicated in paragraph 1, UNFPA proposes to provide assistance to Uganda and to increase the funding approval authority for its comprehensive population programme by $6.2 million. The programme would thus total $20.2 million for 1993-1996, of which $12 million would be programmed from UNFPA regular resources and $8.2 million from a combination of UNFPA regular resources and multi-bilateral resources, when and to the extent such additional resources become available. The following table shows how that amount would be accommodated by programme area.

	RESOURCE DISTRIBUTION as approved by the Governing Council 1993			PROPOSED INCREASED FUNDING APPROVAL AUTHORITY		TOTAL
SECTOR	UNFPA Regular Resources	UNFPA &/or Other Resources	TOTAL	UNFPA Regular Resources	Other Resources	
Maternal & child health and family planning	$4,000,000	$2,600,000	$6,600,000	$ 600,000	$1,900,000*	$9,100,000
Information, education, and communication	1,800,000	1,800,000	3,600,000	1,800,000	(550,000)**	4,850,000
Data collection and analysis	200,000	400,000	600,000	400,000	(250,000)**	750,000
Population policy formulation	700,000	600,000	1,300,000	600,000	600,000	2,500,000
Population dynamics	500,000	-	500,000	-	-	500,000
Women (& youth), population & development	400,000	600,000	1,000,000	600,000	500,000	2,100,000
Programme reserve	400,000	-	400,000	-	-	400,000
TOTAL	**$8,000,000**	**$6,000,000**	**$14,000,000**	**$4,000,000**	**$2,200,000**	**$20,200,000**

* A total of approximately $2.8 million in multi-bilateral funding has already been provided by Finland, Sweden, and the United Kingdom for 1993-1996 for the reproductive health programme.

** Greater than expected multi-bilateral resources were obtained in certain programme areas.

III. RECOMMENDATION

27. The Executive Director recommends that the Executive Board approve the increased funding authority for the Uganda country programme by $6.2 million as detailed in the attached table, subject to the availability of resources, and authorize the Executive Director to make the necessary arrangements for its management, funding and execution.